

Competence Improvement Among Civil Servants at The Employee and Human Resource Development Departement in Probolinggo City

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ABSTRAK

Pengembangan dibutuhkan untuk menghasilkan Aparatur Sipil Negara kompeten dalam bidang tugasnya. Penelitian ini bertujuan untuk mendeskripsikan dan menganalisis Pengembangan Kompetensi Pegawai Negeri Sipil yang menempati jabatan eselon III di BKPSDM Kota Probolinggo. Penelitian ini menggunakan pendekatan kualitatif. Pengumpulan data dilakukan dengan observasi, wawancara, dokumentasi. Teknik analisis data dilakukan melalui reduksi data, penyajian data, dan penarikan kesimpulan. Pengembangan pejabat eselon III BKPSDM Kota Probolinggo melalui pendidikan, pelatihan dan mutasi belum optimal, disebabkan anggaran yang terbatas, fasilitas untuk penyelenggaraan Diklat belum memadai dan motivasi masih rendah, khususnya PNS perempuan karena kendala dalam menjalankan peran gandanya (publik dan domestik).

Kata Kunci : pengembangan, kompetensi, pegawai negeri sipil

ABSTRACT

Development is imperative for cultivating competent state civil servants in their respective fields of work. This study is designed to describe and analyze the Competency Development of Civil Servants holding echelon III positions at BKPSDM Probolinggo City, utilizing a qualitative approach. The data collection process encompasses observation, interviews, and documentation, while data analysis involves techniques such as data reduction, data presentation, and drawing conclusions. The findings reveal that the development of echelon III officials at BKPSDM Probolinggo City, executed through education, training, and transfers, has not achieved optimal results. This suboptimal outcome can be attributed to several factors, including a constrained budget, inadequate training and education facilities, and low motivation, particularly among female civil servants grappling with the challenges of balancing their dual roles in the public and domestic spheres.

Keywords: development, competence, civil servants

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Introduction

Bureaucratic reform is designed to enhance government governance, with a key focus on strengthening the government's human resources (HR) management system. This objective is explicitly outlined in Presidential Regulation Number 81 of 2010, which delineates the Grand Design for Bureaucratic Reform spanning the 2010-2025 period. The regulation addresses eight pivotal areas of change, aiming to cultivate a professional, high-integrity government bureaucracy that is devoid of corrupt practices (KKN).

To assess the professionalism of the government bureaucracy, the Civil Servants Professionalism Index is employed. This index evaluates the performance of Civil Servants in executing their official duties, considering four essential components: competence, educational qualifications, performance, and discipline. These components are stipulated in Article 1, Paragraph 6 of the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 38 of 2018. Competence for Civil Servants encompasses knowledge, skills, and attitudes.

In the context of the Civil Servants Professional Index, the recorded achievement in Probolinggo City for the year 2021 was 45.73. However, this figure falls below the established target of 64. The measurement of the 2021 Civil Servants Professionalism Index is conducted through the updating of data using the Personnel Service Application System (SAPK) of the State Civil Service Agency. The realization of the Main Performance Indicators of the Probolinggo City Regional Medium-Term Development Plan (RPJMD) is presented in the following table.

Table .1
The Core Performance Indicator of RJPMD Realization
Probolinggo City in 2021

| Core Performance Indicator | Unit | Achievement | | Target | Achievement |
|----------------------------------|-------|-------------|------|--------|-------------|
| | | 2019 | 2020 | 2021 | 2021 |
| Bureaucratic Reform Index | Index | 66.81 | 67 | 70 | 67.27 |

Source : Bappeda Litbang, 2022

The Bureaucratic Reform Index for Probolinggo City exhibited a slight increase over the years, registering 66.81 in 2019, 67 in 2020, and falling short of the targeted 70 in 2021 with an achieved value of 67.27. This indicates a failure to meet the established target.

Pre-research data identified several issues contributing to the inability to attain the Bureaucratic Reform Index target in Probolinggo City. Notably, some officials, particularly those in echelon II and echelon III, have not undergone mandatory training for their respective positions. Ministerial Regulation Number 38 of 2017 outlines Competency Standards for State Civil Service Positions, encompassing integrity, cooperation, communication, results orientation, public service, self-development, managing change, and decision-making. The non-compliance with these standards impedes the effective execution of duties and organizational goal achievement.

Another challenge involves the misplacement of employees in positions misaligned with their competencies, resulting in suboptimal performance. The educational background of Probolinggo City Government employees is also a factor in the failure to achieve the Bureaucratic Reform Index. As of December 31, 2021, among the 3,339 employees, 29% possessed an education level below Diploma III.

Motivated by these issues, the author conducted research guided by Hasibuan's theory (2017: 69.102), which underscores the importance of education, training, and transfer to develop HR competencies. Previous studies by researchers such as Widia Eka Wardani, Achmad Djumlani, DB Paranoan (2015), Supardi (2019), Rizki Hidayatullah, Etn Indrayani, Dadang Suwanda (2021), Dedi Kurniawan Nazara (2020), and Agung Sugiarto (2018) informed the current research. However, the present study narrows its focus to CIVIL SERVANTS occupying echelon III positions, given their strategic role in policy implementation and the need for competence in such roles. This research aims to analyze the development of echelon III officials' competence in Probolinggo City.

Research Methods

The appropriate research method will facilitate researchers in conducting their study. In this research, the author employs a qualitative approach. According to Nurdin and Hartati (2019:42).

"The qualitative research method is grounded in the philosophy of postpositivism, used to investigate naturalistic conditions of the research object (in contrast to experiments). The researcher acts as the key instrument, data collection techniques are performed through a combined triangulation, data analysis is inductive/qualitative in nature, and the results of qualitative research emphasize meaning over generalization."

During the pre-research phase, it was identified that numerous echelon III officials in Probolinggo City had not adhered to educational and training requirements aligned with their position competencies. This issue underwent analysis through a theoretical review and a comparison with prevailing laws and regulations.

The data and information collection process is a pivotal aspect of research methodology. This study employed three methods for data collection: interviews, observation, and documentation. Purposeful sampling was utilized for interviews, involving 8 predetermined informants, including the Acting Head of BKPSDM, Head of Administration Subdivision, Head of Employee Development and Welfare Development, Transfer Plan Drafter, Head of Employee Competency Development Subdivision, Employee Competency Analyst, Training Implementer, and Employees outside BKPSDM.

To augment primary data gathered through interviews, the author also collected document data and conducted observations. Document data was sourced from the Probolinggo City RKPD Report, Probolinggo City SIMPEG, and various valid documents and literature pertaining to the research problems.

Following data collection, the author employed the analysis methodology proposed by Miles and Huberman (as cited in Sugiyono 2016: 321-330) in three stages: data reduction, data display, and verification. In the first stage, the obtained data was organized, sorted, and coded. The reduced data was then presented after triangulating both sources and techniques. Subsequently, conclusions were drawn based on identified factors and sub-factors in line with the operationalization of the concept. These conclusions formed the basis for formulating the research conclusions.

Results and Discussion

Employee development constitutes a vital component of public sector human resource management, with the overarching objective of cultivating competent personnel capable of executing their duties in a professional manner. The focus is on acquiring human resources with the necessary skills and knowledge to perform their responsibilities adeptly. In elucidating the competency development of echelon III officials in Probolinggo City, a comprehensive analysis was conducted based on three key indicators, as delineated by Hasibuan.

A. Development through Education

The government places significant emphasis on enhancing the competencies of civil servants through educational avenues, as evidenced by Circular Letter No. 28 of 2021 issued by the Minister

of Administrative and Bureaucratic Reform on December 29, 2012. This circular underscores the commitment to Human Resources (HR) transformation by actively promoting competency-based capacity building for civil servants through the facilitation of selective and accountable learning assignments.

In the context of civil servant competency development, the Probolinggo City Government actively supports this initiative by providing opportunities for civil servants to elevate their educational qualifications to a higher level, aligning with the requirements of their respective positions. The educational conditions for civil servants serving in echelon III positions are detailed in the accompanying table.

Table 1
Echelon III Employee by Formal Education Background in Probolinggo City

| No | Education | Number of Persons |
|--------------|----------------------------|-------------------|
| 1 | Graduate Studies (S2) | 74 |
| 2 | Undergraduate Studies (S1) | 20 |
| Total | | 94 |

Source : Simpeg, 2023

Out of the total 94 echelon III officials, a significant majority, comprising 74 individuals (78.7%), possessed Master's (S2) education, while the remaining 20 individuals (21.3%) held Bachelor's (S1) degrees. Quantitatively, the formal education attainment of echelon III officials appears commendable. This educational foundation is deemed instrumental in influencing performance, as employee development through education has the potential to enhance theoretical, conceptual, and moral skills—fundamental assets in an employee's professional endeavors (Hasibuan, 2017: 69). These skills are essential for executing tasks and must be continually upgraded to stay abreast of evolving responsibilities and dynamic task requirements.

In efforts to cultivate theoretical and conceptual abilities, the Probolinggo City Government offers opportunities for participation in study assignment programs and study permits. While more selective learning assignments are earmarked for high-achieving employees with specialized knowledge, limitations in funding constrain the number of participants. Conversely, study permits are more widely accessible, especially for those seeking to advance from S1 to S2 or S2 to S3. Recognizing that elevated employee education levels significantly contribute to duty fulfillment, regional governments encourage educational pursuits. However, despite the availability of study permits, there persists a notable lack of interest among employees in continuing their education.

Data regarding Echelon III officials engaging in study permits and study assignments in 2020 and 2021 is detailed below:

Table . 3
Data on Echelon III Employee of BKPSDM Probolinggo City who Underwent Education Programs

| Education Program | Year of Implementation | | Number (people) |
|-------------------|------------------------|------|--------------------|
| | 2021 | 2022 | |
| Study Duties | 0 | 1 | 1 |
| Study Permit | 1 | 1 | 2 |

Source : Subbidang Pembinaan, Pengembangan dan Kesejahteraan Pegawai Tahun 2023

The research findings indicate that employees exhibit lower motivation to pursue study permits, primarily attributable to diverse personal factors. Notably, female employees, in particular, highlight the challenges of balancing their time between fulfilling public and domestic responsibilities, often referred to as dual roles. The predicament of choosing between career and family proves arduous, with the majority prioritizing familial commitments. It is worth noting that the City Government lacks the authority to compel compliance in instances where family obligations impede employees, as individuals with study permits are legally prohibited from deviating from their primary duties, and the associated costs are the responsibility of the employees.

B. Development through Trainings

Development through training occurs via education and training, technical guidance, or participation in seminars designed to enhance both technical and managerial abilities. BKPSDM Probolinggo City conducts various technical training sessions to refine the skills of echelon III officials. Administrative Leadership Training (PKA) is not organized by BKPSDM Probolinggo independently; rather, it is a collaborative effort organized by BPSDM East Java Province. The specific technical training activities carried out include:

Table 4
Technical Training at BKPSDM of Probolinggo City

| No | Types of Training | Time of Implementation |
|----|-------------------|------------------------|
|----|-------------------|------------------------|

| | | |
|---|--|----------------------------|
| 1 | Procurement of Goods/Services by the Government (<i>FULL E – LEARNING Method</i>) Based on Presidential Regulation 12/2021 | 08/11/2021 – 19/11/2021 |
| 2 | “ <i>Kepamongprajaan</i> ” for District Heads Batch I of 2021 | 05/04/2021 – 09/04/2021 |
| 3 | Thematic Entrepreneurship Training (Hydroponics and Budikdamber) for Civil Servants of the Probolinggo City Government o | 22/06/2022 – 23/06/2022 |
| 4 | Improvement of the Public Service Governance and Bureaucratic Reform in 2021 | 28/11/2021 – 04/12/2021 |

Source : *Bidang Pembinaan Pengembangan dan Kesejahteraan Pegawai, 2023*

Technical training plays a crucial role in enhancing field competence, and its positive impact on performance is evident. According to Mrs. Eka Pujiyanti, S.STP, M.Si, the Head of Sub-Coordinator for Competency Development, "Several civil servants who participated in technical training experienced an improvement in their performance."

Despite the significance of technical training in upgrading the skills of civil servants, its effectiveness in enhancing the competency of all echelon III officials is constrained by budget limitations and participant restrictions. The selection of training participants necessitates approval from the Mayor, as revealed in an interview with Training Manager Mr. Andhika Chandra Nugraha on January 27, 2023.

The development of echelon III officials through technical training is vital for supporting the execution of their duties and positively influencing performance. However, the limited budgetary allocation means that not all echelon III officials can benefit from technical training, hindering the optimization of performance improvements.

In addition to technical training, there exists a form of managerial training known as Leadership Training (Diklat PIM), now referred to as Administrator Leadership Training (PKA) following the revisions outlined in State Administration Institution Regulation Number 16 of 2019 and Republic of Indonesia State Administration Agency Regulation Number 7 of 2020. PKA is mandatory for administrator or supervisory officials and functional officials at the same hierarchical level.

The primary goal of PKA is to cultivate the competence of administrator officials, equipping them with managerial and leadership skills. Data on echelon III officials who have participated in PIM III or PKA Training are outlined below:

Table 5
Data on Pim III Training of Probolinggo City

| Finished the Training | Not Yet Assigning for the Training | Total |
|------------------------------|---|--------------|
| 55 employees | 39 employees | 94 |

Source : SIMPEG, processed by the author 2023

As of 2023, the recorded participation in PIM III Training by echelon III officials stands at 55 individuals (58.5%), while 39 individuals (41.5%) have not undergone this training. The substantial number of non-participants raises concerns. Research indicates that the primary factor contributing to this situation is the restricted participant quota each year, adjusted to the available budget. The allocated budget for training ranges from five hundred million to one billion rupiah annually, insufficient to cover training expenses for all employees. Consequently, participants are selected based on priority determined by tenure. Despite prioritizing individuals with longer terms of office, the ultimate decision rests with the Mayor.

Compounding this issue is the inadequate availability of facilities, such as buildings or venues for conducting training. BKPSDM Probolinggo City possesses only a hall with a capacity of around 30 people. To address this facility challenge, the Probolinggo City Government collaborates with external entities. For instance, PKA training is conducted at the Provincial BPSDM to alleviate the space constraint within the city.

C. Development through Employee Transfers

Employee transfer is defined as a change in position, place, or job, encompassing both horizontal and vertical shifts (Hasibuan, 2006:102), including the transfer of employees from one workplace to another (Samsudin, 2006:254), a concept supported by Nitisemito (2002). According to Hasibuan, transfers serve as an indicator of employee development, a sentiment echoed in Article 177, paragraph 2, of PP No.11 of 2017 regarding the Management of Civil Servants, which recognizes transfers as integral to the management of civil servant career development.

The objectives of transfers extend beyond employee development; they also aim to align personnel with the organizational needs, often referred to as placing the right person in the right position. Additionally, mutations are believed to enhance work enthusiasm (Saydam, 2000; 549-550).

In 2022, the Probolinggo City Government executed two transfers of employees holding echelon III positions. The mutation data is presented in the following table:

Tabel 6
Data of Echelon III Employee Transfers of Probolinggo City Government in 2022

| No. | Date of Inauguration | Rank | Number of Persons |
|-----|----------------------|-------------|-------------------|
| 1 | 04 April 2022 | Echelon III | 7 Persons |
| 2 | 09 September 2022 | Echelon III | 11 Persons |

Source : Bidang Formasi, Informasi dan Mutasi Pegawai BKPSDM Kota Probolinggo, 2023.

Transfers among echelon III officials are implemented with the objective of enhancing the work productivity of the respective OPDs. According to an interview with Mr. Dicky Eka Prasetya Adi, S.AP, on January 18, 2023, "The productivity of echelon III employees is a crucial factor considered for promotions or placements based on expertise, while still adhering to existing regulations."

The steps taken by the Probolinggo City Government are deemed appropriate in ensuring optimal performance from each OPD by utilizing resources effectively and efficiently, as noted by Sedarmayanti (2009). The impact of transfers on productivity is exemplified by Mr. Lean Loris S.STP, an employee of BAPPEDALITBANG, who stated in an interview on January 17, 2023, "Our new Secretary Ban was transferred by the Mayor because he excelled in his previous position and is expected to transfer this excellence to our department." This illustrates that mutations play a valuable role in increasing work enthusiasm and passion for both the transferred employees and their work environment (Nitisemito, 2015: 160).

In addition to productivity considerations, transfers are also based on the Seniority System or work experience. The Probolinggo City Government prioritizes echelon III officials with longer service periods for transfers. Mr. Dicky Eka Prasetya Adi, S.AP, explains, "Employees who have worked longer are considered more capable of completing their tasks well. Although there are employees with shorter working periods who can be relied upon, priority is given to those with sufficient work experience, motivating employees" (Interview on January 18, 2023).

Acknowledging the existence of the Spoil System, it is recognized that mutations still occur. However, BKPSDM Probolinggo City emphasizes a commitment to professionalism in the mutation process. Mr. Dicky Eka Prasetya Adi, S.AP, the Drafter of Probolinggo City BKPSDM Mutation Plan, stated in an interview on January 18, 2023, that the mutation process continues to be carried out in accordance with applicable laws and regulations.

The analysis results indicate that mutations are executed while considering aspects of productivity, seniority, and prevailing conditions. Despite the recognition of the Spoil System in leadership, BKPSDM remains dedicated to processing mutations in line with established regulations.

Conclusion

The competency development of echelon III employees in Probolinggo City, facilitated through education, training, and transfers, faces challenges that hinder its optimal execution. Several factors contribute to these obstacles, including insufficient budgetary allocations, limited facilities, and diminished motivation, particularly among female employees grappling with the constraints of dual roles—juggling responsibilities in both the public and domestic spheres.

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